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A STRATEGIC PLAN FOR  
THE COMMUNITY POLICING PROGRAM**

April, 1992

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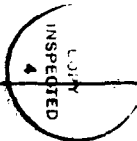
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## Strategic Plan

### Introduction

This portfolio was requested by the North Charleston Police Department (NCPD), to develop a strategic plan for community policing in North Charleston. The basic concept was to design a set of guidelines that the NCPD could use to initiate a community policing program. This portfolio involved a methodical review of current community policing programs. The literature review revealed many different community policing programs, each with its own operational definitions and purposes. The specific type of community policing program that the NCPD may actually adopt could not be determined within the time frame of this portfolio, nor would it be correct to try to do so without community input. Instead, this portfolio attempts to establish a starting point from which the NCPD may begin.

### Policy

The first step in strategic planning development should be the generation of a written policy. NCPD's only written community policing standard was outlined in General Order 260-B (December 1990) which discussed the issue of a security appraisal form, a type of "we-noticed-this-was-wrong-when-we-came-by" card to be left at the scene.

Why would a written policy be necessary? One reason would be a recent trend in court rulings that dealt with police

liability. Under the terms listed in United States Code 42 section 1983, the courts have found that the chief law enforcement official may be considered a policy maker and as such would be liable for the actions of police officers assigned to his department (Davis v Mason County). The courts have determined that lack of a written policy, along with practice contrary to a written policy, were considered to be "policy" (Canton v Harris). "Civil rights liability may be imposed on governmental entity due to existence of improper policy or for absence of policy." (Revis v Freeman) "The results of federal court suits...have indicated that...agencies without documented policies are open to the charge that they have discriminatory practices..." (Garmire, 1982, p 43). Lack of a written policy or failure to enforce established policy could lead to confusion, embarrassment and misunderstandings between the police and the community and even between the police themselves.

A written policy does have advantages. "Through... policy, a police agency can define its role in the community and control its practices in light of community expectations..." "Policy indicates to the community where the police agency stands on major issues and...provides the police agency with a set of standards for which it can be held accountable." (Garmire, 1982, p 40). A "Police agency [is] better able to meet challenges with well

thought out philosophy that guides management and service delivery..." (Brown, 1988, p 7).

Written policy provides behavior 'guidelines' to the police as well as the community. These guidelines may serve to limit individual interest groups (e.g. businesses, churches, politicians, the rich, etc...) from promoting their own priorities over those of the community and the police. It could foster a willingness to accept the 'big' picture by police and communities.

There were different components involved in policy development. Usually these components break down into policy, rules and procedures. A policy/philosophy would identify the department's basic values to be applied to the area of concern. Policy/philosophy would be attitude forming and would provide general guidelines for action and judgement. Rules would identify absolute limitations on police action by clearly stating what actions or methods were required or prohibited. Rules mandate strict conformance, and so govern behavior. Procedures would identify guidelines that provide direction for action within those absolute limits established by rules and consistent with the policy (Garmire, 1982).

These were important considerations in the development of the NCPD strategic plan for community policing. It was important in developing this plan to consider and justify a need.

### Need

The NCPD maintained a uniform division consisting of approximately 100 patrol officers. The 1990 U.S. Census found that the city of North Charleston was the third largest city by population in the state of South Carolina (Personal communications, Captain New). This contrasted with the South Carolina Law Enforcement Census of 1988 which ranks the NCPD as 11th (by allotted positions) in the state (p 117 - 123). City management projected that by 1995 North Charleston could be the largest city in the state by population. In the first quarter of 1992 North Charleston had to deny annexation of the old North Charleston district because other services (water, fire, garbage, etc.) were not available. Annexation would continue when these services could be expanded (personal communication Capt William New, 5 March 1992).

Current growth projections do not include (at the time of this writing) any substantial increase in the police force. There has been no sudden increase in crime in the city. The city does have its run down areas like most large cities. Crimes, especially burglaries, prostitution and drugs, do exist. There exists a "poor" side of town with absentee landlords and section eight housing (rent controlled under HUD guidelines).

The economic picture has indicated that North Charleston will continue to grow as an industrial area. Included in this



economic picture were the annexations of industrial areas into the city tax base and the projected growth of the harbour and docks area. A new 13,000 plus seat stadium was under construction to attract athletic competition.

It was with this future projection of growth and responsibility in mind that the leadership in the NCPD decided to develop a future oriented philosophy in policing. The police leadership recognized that the department will need to work smarter, not harder, and decided on a proactive approach. They expressed the opinion that crime prevention and crime fighting were not solely the responsibility of the police. There was a need for citizens and police to work together, an opinion shared by other criminologists.

Chief Lee Brown, when still assigned to the Houston Police Department, instituted a city wide concept of policing that involved the neighborhood citizen. His Neighborhood Oriented Policing (NOP) has been a guiding example for others to follow. Chief Behan of the Baltimore County, Maryland police developed a special unit called COPE (Citizen Oriented Police Enforcement) whose primary mission was to reduce the fear of crime in the different communities in Baltimore County. The COPE unit was designed as a problem oriented unit whose task was to identify, research and plan alternative responses to community problems (Goldstein, 1990, p 52-53). Brown has expressed the concern that

"Changes in society bring undue pressure on police to remain flexible and maintain with competing needs organizational consistency." (Brown, 1988, p 7).

Herman Goldstein in his book Problem oriented policing (1990) also comments that "A community must police itself. The police can, at best, only assist in the task. What the police can do in dealing with crime, public order, and fear is heavily dependent on the kind of partnership they develop with the community." (p 20, 23)

J. Q. Wilson also described in his "Broken Windows" theory that "...when the community allows vandalism -- it increases. But vandalism can occur anywhere once communal barriers -- the sense of mutual regard and the obligations of civility -- are lowered by actions that seem to signal that 'no one cares'" Unintended behavior also leads to a breakdown of community control. Lack of community control could lead to disintegration of the community. Wilson differentiates the lack of community control with the citizen to the difference between "home" and "the place where they live" (Wilson, 1983, p 78).

Chief Brown discussed important prerequisites to establishing a community policing program in neighborhoods. In establishing value statements for the Houston Police Department, he identified three areas of concern. They were 1) value of citizen involvement in the fight against crime, 2) necessity of

making crime prevention a priority, and 3) the department's commitment of resources to strengthen neighborhoods (Brown, 1988, p 2-3).

Citizen involvement and developing an interactive community relationship were two points stressed by many criminologists and were not new to the 1980s and 1990s. J.Q. Wilson in his book Thinking about crime (1983) described a short history of how police originally exerted a kind of social control that responded directly to the community's needs, e.g. to keep out the unwanted, resolve business disputes, make sure homes and yards were up to everyone else's expectations, etc. He speculated that policing would return to this community focus in the future (Wilson, 1983).

#### Background/History

Community policing was far from a new concept. One of the oldest community policing programs was the frankpledge system. Begun shortly after the Norman Conquest of 1066 this model system was an agreement requiring citizens to act as the eyes and ears of the police. Males above the age of twelve formed neighborhood groups of ten, called a tything. Each person was pledged to help protect fellow citizens and, in turn, would be protected. No salaries were paid but the law required certain duties to be carried out (Uchida, 1989. p 15).

Under Alfred the Great (870 - 901) a mutual pledge system was initiated. This was later known as the "hue and cry" system.

Based on the concept of self policing, individuals would raise the "hue and cry" when they witnessed a crime being committed (Stephens, 1990).

One of the earliest versions of community policing in America centered around the belief that police officers should be more socially oriented and enlist community assistance. The community was considered a partner (Bizzack, 1989). Neighborhood social control was part of a policing plan in early New York. This was done in order to control the many different ethnic neighborhoods that developed due to a sudden increase in immigration. These police officers were recruited directly from their own neighborhoods and they were able to win the respect of citizens through individual contact and personal knowledge (Alpert and Dunham, 1989).

In the mid 1950's the National Institute on Police and Community Relations was formed. It was a program of workshop training in human relations and community dynamics for police administrators and community leaders. Some written goals of this institution were 1) to encourage police-citizen partnership in the causes of crime prevention, 2) to foster and improve communication and mutual understanding between the police and the total community, 3) to promote interprofessional approaches to community problem-solving and to stress the principle that the administration of justice was a total community responsibility,

and 4) to assist police and other community leaders in achieving an understanding of the nature and causes of complex problems in people-to-people relations (Radelet, 1986).

#### The Present

A recent position paper by New York City Police Commissioner Lee P. Brown, endorsed by the police authorities of ten major cities, espoused several guidelines for police to follow. They accepted the principles that "...as Chiefs of Police, we are ultimately responsible for the actions of our officers..." "...that the police are accountable, not only to the law, but to their communities." and "...to work in the partnership with the community to solve the problems of the community". They also felt that it was important to acknowledge "respect for the constitutional rights and dignity of each individual regardless of their acts;" , "To support democratic principles as the basis of all our actions"; and that "police must always uphold the Constitution of the United States, protecting individual rights regardless of the circumstances." The public "...cannot continue to expect our nation's police officers to handle the crime burden", "...police agencies across America are moving toward a community-based style of policing...in order to better serve our diverse communities." (Curtsinger, 1991).

There should be an understanding here that the police have a responsibility to balance the rights and protections of some over

others. This balancing act has caused problems and misconceptions with the community.

"The police nearly always represent the interests of one group over other social groups in a conflict situation. This often results in the police being viewed in a negative light by at least one of the groups. Some type of compromise is usually necessary, even if it is in the form of protecting the rights of an alleged offender. It is perhaps because of this role as arbitrator that the police have become viewed with distrust and suspicion" (Alpert and Dunham, 1992, p 39 - 40).

A community policing program has the ability to correct and educate the public in regard to the capabilities of the police and the necessity of balancing the rights of both the individual and the community.

#### North Charleston Police Department

This review of literature would correspond with NCPDs current move toward a community policing role in North Charleston. Under General Order 115 (December 1987) entitled "NCPD Goals and Objectives" the current mission statement read as follows:

The mission of the North Charleston Police Department is to provide law enforcement services to its citizens at consistently high standards. These services shall consist of crime prevention, crime suppression, active police patrol, investigation, and equal enforcement of the law. North Charleston

Police Department policy is to continue to seek means to improve its effectiveness and efficiency in the delivery of these services.

It was with this in mind that the NCPD policy was developed. After discussion of this topic with Chief Whatley, Captain New, and other management and line police officers certain value statements were established. These values were consistent with what current research in community policing had established.

These value statements could be used to establish a boundary for the police and community to work within, especially in the area of attitude forming guidelines.

#### Value Statements

The value statements were as follows.

1) The police were not solely responsible for crime fighting and "cleaning" up the city. Citizens and communities must take an active role. "Many aspects of order maintenance in neighborhoods can probably best be handled in ways that involve the police minimally, if at all" (Wilson, 1983). Informal social control could be very effective. A recent example of this was reported in the March 27, 1992 issue of The State. The article, on page one, describes the pilot Neighborhood Speed Watch program. The program involved neighborhood volunteers who tracked the license plate numbers of individuals clocked speeding through a residential area and mailed out "guilt-trip" letters to the vehicle owners. The police were only required to train volunteers

on how to clock vehicles to determine speed. The city engineer was responsible for sending out the letter asking the individual to slow down.

2) All citizens were entitled to equal protection regardless of race, religion, sex, or economic status, and many distinct communities do exist in North Charleston. The city of North Charleston has already acknowledged this with Article IV of the North Charleston Code. Sections 221 through 241 cover the development of the Citizens Advisory Council (CAC) and their purpose, organization and function. While the CAC was not the only citizens group in North Charleston, they were the most politically active. The CAC consisted of 70 council members representing 17 local community organizations, five of which were reported as being "extremely active" by the elected president of the CAC. These groups were anxious for assistance and guidance in improving the quality of life in their neighborhoods (personal communications with Donna Gonzales/President CAC, March 26, 1992).

3) The people who live in these communities were inherently good people who have an earnest desire to live in a crime free community. This was a consistent belief espoused by patrol officers during observations and ride-alongs in North Charleston (Schoonover, 1991b).



4) In a democracy, a balance was needed between the enforcement of laws protecting society as a whole and protection of individual rights.

5) The police work with the community, to identify and solve community problems that adversely affect the standard and quality of life in North Charleston. This "city services" approach had been used by other cities. In Fort Lauderdale, Florida a Code Enforcement Team was developed. The team consisted of one member from each of the following city services; police, fire, building and zoning departments. The team was to work to deter criminal activity and to promote commercial and residential compliance. The intended objective was to improve the quality of life within the community. In reporting on the program in Law Enforcement Bulletin (March 25, 1992) Major Donisi of the Fort Lauderdale Police Department described two outcomes of the venture. One was the development of further initiatives with other city services, the business community and neighborhood associations by the police department. The other outcome was the productive relationship between the community, the city and the police department. Major Donisi reported that the results of the team, from 1987 -1990, included the demolition of 124 crack houses and other dangerous buildings, the boarding up of 587 other houses, the collection of \$600,000 in fines from 300 landlords and property managers of

substandard housing, and the spending of \$5.7 million by "pressured landlords for repairs (p 24 - 25).

6) Crime prevention was as important as crime fighting.

This was a repeated theme in the NCPD Uniform Division survey conducted in the fall of 1991. While a majority of police officers felt that citizens should have a say in police policy in their neighborhoods, their emphasis was on crime prevention (Schoonover, 1991a).

7) The public should have an input in developing policies which directly impact the community. This has been a consistent theme of community policing. Lee Brown put it two ways, "...police alone cannot effect the transformation (of a 'bad' community into a 'good' one -- must be done by residents)." (p 30) and the "...public should have input into development of policies which directly impact the quality of neighborhood life." (p 8). Goldstein reported that "...engaging the community holds the potential for invoking informal controls that are more permanent and more effective than any measures the police...are in a position to implement." (p 45). Sheehan (1989), in describing the formulation of policies and procedures, pointed out that any change effects police departments, police officers and the community, and as such, police must take input from the community. Cox and Wade in their 1989 book The criminal justice network: an introduction wrote about the "forgotten component" of policing,

that of the public's role. According to Cox and Wade, citizens were a valuable resource to the police for evaluation of the system; if citizens don't cooperate with the police, criminals would not be arrested or found guilty of crimes. Bizzack (1989) wrote that "... (planners should agree that) [the] purpose of community policing is to involve the public in its own defense and to shore up the burden of protection with the police." (p 107)

This opinion that the public should be involved was also supported by the NCPD Patrol Division. A survey conducted in the fall of 1991 to determine the acceptability of a community policing role found that almost all of the 95 respondents felt that the public should have a limited say (Schoonover, 1991a).

8) Community organizations are important to the success of a community policing program in North Charleston. The NCPD recognizes the valuable potential of a joint police/community involvement with organizations that currently exist. The NCPD would have to make an effort to encourage already existing community groups to cooperate and to develop such organizations in areas that may not currently have one.

#### Mission Statement

From the review of current literature and the value statements, a mission statement was developed. This mission statement incorporates the concepts discussed in the literature review and the values of the leadership, management and patrol

officers of the NCPD. It was therefore recommended that the NCPD adopt the following mission statement for its community policing program.

The mission of the North Charleston Police Department is to provide police services and to assist in providing other city services to the North Charleston community. These services will be conducted within the framework of the laws of the Constitution of the United States, the South Carolina Constitution, and any local laws that do not deny the individual of his/her rights in the community. Police services will be conducted in a manner which preserves the peace, reduces unnecessary fear, and enhances the quality of life in North Charleston.

#### Goals

Along with the mission statement, two goals were identified. It should be repeated here that the concept of this portfolio was to develop a starting point for the NCPD. These were not the only goals that could be implemented. However, these goals were designed as a starting point to help achieve the mission statement. The NCPD may choose other goals once they have decided on a more specific form of community policing and the type of

involvement police and citizens will have. The two goals listed should be considered for implementation by the NCPD.

#### GOAL

The NCPD will work to develop a "city services" approach to neighborhood/communities.

Objective: Within three months of approval of this goal the NCPD will establish a coordination plan for use with other city services (i.e. water, sewer, garbage pickup, zoning, etc...). This plan will identify a central point of contact for the average citizen on the street. This plan will develop a team or unit to investigate areas of concern, to assist in eliminating problems that detract from a safe, healthy environment. This plan will support the philosophy espoused in the NCPD mission statement.

Resources: The following resources should be allocated for implementation of this goal. An officer dedicated to the coordination of appropriate city services, knowledgeable in notification procedures, phone numbers and familiar with any required forms that may need to be filled out. The officer would be responsible for follow up investigations to notify citizens of actions to be taken by city services. Backing from the Chief of Police, as well as all supervisors in his/her chain of command is vitally important. A planning staff to coordinate activities and follow through. Provide the necessary meeting space for representatives from other city services to get together to

develop and follow through on the plan. Provide the manpower, when necessary, for the coordinated efforts of teams/units to go into the streets. Provide information, through training, leaflets, phone service, etc., on the purpose and use of this team, especially to the patrol officers and the community organizations. Any other resources identified by the planning staff. This approach might best be started with a few key city services; like water, garbage pick up and zoning.

GOAL

GOAL

The NCPD will work to develop a "city services" approach to neighborhood/communities.

The NCPD will work on developing an interactive communications system with neighborhoods/communities to allow for input and feedback to police and other city services.

Objective: Within six months of adopting this plan develop a training plan for police officers in intercommunications skills. These skills will be designed around de-escalating, non-aggressive, stress reducing verbal communications (e.g. talk individuals out of a situation). These communication skills will be necessary for developing community relations and in identifying problems in a community.

Objective: Within six months of adopting this plan develop a training plan for educating the current community organizations

willing to participate with the project. These community organizations could be the first step in developing community input and feedback with the police. The training and education should be done with an individual officer (or team of officers) going out to a community meeting to introduce itself and explain the community policing role of the NCPD and how the interaction between the police and community should work. Educate the community group on what the police can and can not do, establish guidelines and boundaries, and begin to establish a dialog for identifying the goals and objectives of that specific community.

Resources: Resources needed include a planning and training staff for the police officers to learn verbal communication skills along with how to develop and conduct a meeting, develop an agenda, develop goals and objectives, and how to conduct research.

Planning and training program for how to educate the community organizations. Planning for developing a feedback/input system. Police officers will be needed to perform specific duties. The Field Training Officer program would be a start in use as a planning and training core to the patrol officer on the street. NCPD might consider patrol officer's input in developing some verbal scenarios. This would assist in realistic street scenarios which may be used later at community group meetings to demonstrate some problems police run into on a regular basis. The training section could be responsible for developing an education plan for

the public. Office space, telephone lines and a computer would all assist this process. Any other resources as identified by the planning staff.



### Evaluation

The evaluation portion of this portfolio was designed to supplement the rest of the research portfolio. The concept was to give the NCPD a starting point from which to plan evaluations along with the goals they may choose in the future. A basic outline was provided of what evaluations should do, how they work, and a few suggestions from which to build on.

Rutman proposed a working definition for evaluations in his 1977 book Evaluation research methods: a basic guide. He wrote that "Evaluation research is...a process of applying scientific procedures to accumulate reliable evidence on the manner and extent to which specific activities produce particular effects or outcomes." (p 16). He emphasized that managers pay attention to what extent activities produce results and not just the results.

Evaluations should be considered a management tool, one of many. They can determine the success or failure of a program or parts of a program. Evaluations can be used for improving program delivery and creating a program more responsive to client needs. Evaluations may help in satisfying demands for accountability to external groups like the public or politicians (Rutman, Mowbray, 1983).

Evaluations should be developed along with the planning stage. Rutman contended that the major factor which appeared to be related to the non-utilization of findings was the

separation of planning, management and evaluation as a process (Rutman, 1977). This was based on the concept that a lack of coordinated effort between management, the planners (those who were actually handling the implementation) and the evaluators (those who developed the results) existed. That each responsibility belonged to a section that was separated from the other caused this phenomenon. If all the parts were kept at one central area of responsibility or with one person, so that the results had the power to influence the implementation of a program, then it was more likely the results would be used. These combined responsibilities go along with the concept of evaluation as a management tool. From the management perspective evaluation was a "...tool for making improved decisions about the design of programs and their delivery and about the type and amount of resources that should be devoted to the program." (Rutman, Mowbray, 1983, P26).

The purpose of evaluation must not be lost in setting up the procedures. The implication of placing emphasis on the program's process was a major task in the planning of an evaluation and entailed the conceptualization of the program in operational terms. This could be monitored, not only to provide a description of the program's operations and determine whether it was implemented in the intended manner, but also, to make inferences

about the outcomes on the basis of program attitudes (Rutman, 1977).

Planning for the evaluation with the rest of the program must be taken seriously, especially with a community policing program. In November of 1991 the public safety committee of the City Council of New York City heard testimony from several expert witnesses to determine how to evaluate the success (or failure) of New York City Police Commissioner Lee Brown and his community policing practices. This may have been avoided had an evaluation portion of the program been included in the beginning stages of Chief Lee Brown's NYCPD implementation plan.

Jerome E. McElroy, executive director of the New York Criminal Justice Agency, cautioned use of traditional indicators (number of service calls, arrests, etc...) to evaluate community policing until a sufficient amount of time had elapsed, about three to five years. He continually stressed the importance of allowing enough time to pass, especially after confirming that a community policing program had actually been implemented, before determining if the goals had been met. Community policing might result in an increase of service calls and police may want to track the changes in the types of complaints, arrests and calls received. This may be especially true in the NCPD were the division of neighborhoods by active community organizations (and different goals of each community) and lack of active community

organizations may be required to determine the success of community goals.

McElroy also pointed out that the New York City plan called for a reduction of patrol calls on the street from 90% use to 60% use. The logic was to give patrol officers more time to get out of their cars and talk to the community. It was uncertain if the NYCPD had a way to determine if the extra time was being used for community involvement. NCPD may want to ensure that if this approach (decreased number of service calls per unit to allow more interaction with the public) was adopted that documentation of the extra time with citizens be established.

McElroy contended that, theoretically, as an area becomes more aware of it's community identity, and as interactive communications increases between neighbors and police, that the clearance rates of certain types of crimes could go up. This was another point to consider. If community policing in North Charleston were implemented, then it should not rely on an increase in arrests as an indicator of success. The thought was that if community policing allows communities to handle more problems internally (through social control and neighborhood pressure for compliance), less arrests, or the same amount of arrest (although different types) may occur. However, a community policing neighborhood could be more likely to pursue arrests to

convictions. The NCPD should consider developing base line data on clearance rates in their evaluation program.

Dennis C. Smith, associate professor at the Robert F. Wagner Graduate School of Public Services at New York University, in the same article, made a two important observations. First, the importance of obtaining systematic feedback of the performance of public service delivery systems. This was considered essential for ongoing management and accountability to the public. Next, that the valid evaluation of community policing will depend on the development of baseline data for before and after comparisons. Specifying at the beginning of a program how success would be measured could stabilize expectations about what should happen and when.

This was similar to what Rutman and Mowbray wrote in 1983, "...implement ongoing measurements that can be integrated into the program (i.e. background checks, baseline data, etc...)"(p 19). Other types of baseline data include surveys of the public and police officers, a viable feedback system, and a working complaint system. This information would not only be necessary for establishing a starting point, but for periodic monitoring to measure success or failure of a program.

Baseline data was not readily available in the NCPD, especially in the context of providing information on a specific

zone or community. The NCPD should develop an evaluation plan based on what information may be required by the goals identified.

An example outlining how this may come together was provided. Once a liason has been established with a specific community, goals would be established. One of the goals might be to reduce the number of prostitutes in the area. The police and the community would have to determine how to best accomplish this. There would first have to be an analysis done to investigate the problem, the areas involved, the type of individuals (prostitutes) involved, the arrest statistics for prostitution of the specific area, and perhaps the type of individuals (clients) involved. One possible solution might be for residents to photograph alleged prostitutes and their clientel, with emphasis on license plate numbers for those who drove. The photographs of vehicles and occupants might build a clear picture of the type of clientel involved. This might also determine repeat users, and a data baseline could be assembled. The police might send a form letter to the registered owner requesting an interview in reference to his/her presense at that specific location at a specific time. The goal, in this case, may be to deter the clientel from repeatedly traveling to this community. The baseline data (pictures) would help determine the success of reducing repeat offenders. Individual clientel who live in the community may feel pressured by informal social control and, at worst, might take

his/her business to another area. The prostitutes might pick up on the lack of business and pressure from losing clients to camera buffs and move to another neighborhood. What would be the legal ramifications of the actions of the camera buffs, the clients, or the police? What would happen to the pictures? Who would be responsible for maintaining the photograph logs, sending out the letters and conducting the interviews? What would be done about the one time clients and how would they be identified from the repeats? All of this is speculative, but designed to show how development of goals, subgoals and a data base fit into an evaluation plan.

In Frank E. Hagan's book Research methods in criminal justice and criminology (2 ed) (1989) he wrote that the actual steps in evaluation research do not differ from the basic steps of the research process. Hagan lists these steps as 1) problem formulation, 2) design of instruments, 3) research design (evaluation model), 4) data collection, 5) data analysis, 6) findings and conclusions, and 6) utilization (p 387). Hagan's approach to evaluation was not much different than Rutman's.

Rutman and Mowbray (1983) listed and described some broad preparatory steps that should be taken before getting down to the details of the evaluation process.

They were as follows:

- Develop a formal commitment to the idea of doing

one or more evaluations

- Communicate this policy to program staff
- Form an initial judgement on scale and budget
- Decide on professional leadership
- Define the roles of all the parties to an evaluation exercise

Once these steps have been taken a manager may take more specific steps:

- Develop up a program component profile
- Select program components for evaluation
- Plan the evaluation through the evaluability assessment
- Decide on who will do the evaluation research
- Draw up an agreement between the manager and the

evaluator

- Implement the evaluation and monitor its progress
- Report results and develop action plans

(Rutman, Mowbray, 1983, p 33 - 34).

The NCPD should develop baseline data. The information required for baseline data should be determined during the planning stage. That is, the planning and evaluation development should be done simultaneously by the same team.



Goals should be divided into subgoals. The advantage of this would be that the department could evaluate the success of the overall program a little at a time. It would also allow for reallocation of resources from one area to another when subgoals were met.

### Implementation

The implementation plan outlines the rough operational design the NCPD was using during the research period of this portfolio. It then outlines current operational practices, as observed by the researcher, and gives recommended changes. Some changes were divided into two categories, those that could be implemented in the near future and those that would require more effort on the NCPD's part (i.e. more research and planning). Recommendations, although they may seem to be directed at one specific unit, should be considered for use in the entire department, including the Criminal Investigations Division.

This section differs slightly from the planning and evaluation portions of this portfolio. While it still makes recommendations for a starting point, the idea here was to suggest improvements the NCPD could adopt regardless of whether or not a community policing program was initiated. These changes were developed through discussions and observations with the patrol officers and management and through the use of literature review of other departmental practices.

Along with the "current practice" and "suggested change" categories listed there was also included a "responsibility" category for who should be required to monitor the changes. Ultimately, the Chief of Police would be responsible for any changes made and the monitoring of same, since he would be the one

to authorize them. Leadership, after all, does start from the top, not finish there. This has been a consistent theme of Chief Lee Brown as well as many other police chiefs, criminologists and military leaders. The priority the chief gives to any particular change will be interpreted by those under him and given the same priority.

Currently (as of March 1992) the NCPD has approximately 105 police patrol officers assigned to the Uniform Division. These officers were divided up into shifts. Each shift has a Lieutenant and a Sergeant assigned along with the patrol officers. The shifts were designated one, two and three. Shift one was responsible for daytime operations, shift two for evening operations and shift three for nights. Shift one was also responsible for coordination of the Traffic Unit, the Duty Officer Program, and Animal Control. Shift two was responsible for the canine unit.

Patrol officers were permanently assigned to one of eight designated zones. These zones were developed to coincide with service calls. Each zone, although different in size, had roughly the same number of service calls over a specific period of time. Types of service calls were not considered as there were no available data retrieval systems for this information.

The NCPD has developed a handout of each zone. The handout includes a map of the area, a physical description of the area and a breakdown of information a patrolman might need. The breakdown

includes neighborhood council(s), major businesses/industry, schools, residential areas, apartments and trailer parks, major intersections, and public service locations (see appendix A).

Each shift works 10 hours, allowing for some overlap with the off going shift. There has been a policy to work double shifts on Fridays and Saturdays. The big complaint on double shifts has been that the number of police officers on the street may double, but the number of vehicles does not. Also, the radio transmissions have caused some problems, however, there was no documentation or "war" story of any real disasters that have been caused due to this practice (Schoonover, 1991b).

New recruits were assigned a zone to work in during training and the practice has been to leave them in that zone. However, training time does include sending new recruits to other sectors. It would be possible for a new recruit to train in one zone and end up permanently assigned to another.

Paper work required of patrol officers was minimal. A tour of duty report, selective checks assigned at the beginning of the shift, and any arrest reports that the individual officer may have made. All paper work was done by hand, no typing required.

Current practice:

Patrol officers depart their zone when their tour of duty is over. No official communications or information sharing takes place between off going and on coming patrol officers.

Recommended change:

Develop a pass on log/document that must be physically passed to the on coming shift (not left for the next duty officer in his box). The log would record suspicious activities or items of interest that would not normally be recorded or that currently have no means of being recorded. This could be used with arrest forms to provide a picture of the officers activities to the on coming patrol. The face to face meeting would allow officers to associate with those not on their unit and would assist the on coming in determining possible checks to make during the shift. An example might be a noise complaint at a certain location that has been called in a few times. Or it could prevent the "They (the corner drug dealers) know when I get off and will be back after my shift" problems that were described during observations (Schoonover, 1991b). The log/document would also allow sergeants to monitor activities of patrol officers by periodical checks of the paper work. The checks would help determine those officers who were taking the time to do a better job (a positive tool). This may also be expanded in the future to document community activities of the individual patrol officers. This documentation may be used to develop baseline data and as accountability in an evaluation assessment, depending on the outline and criteria developed by the NCPD.

It was not the intent to remove police officers from the streets during this face to face transfer of information. Instead, the meetings could take place in their zones before off going returns to the station.

Responsibility:

The responsibility for this change would rest with the individual patrol officers and the shift sergeants/supervisors to ensure the procedures were being followed, especially the face to face communications.

Alternate change:

Another possible solution, which would require a more indepth study of the effects of the change, would be to reorganize the department so that each zone had a patrol shift that worked inside it (instead of shifts that work in all zones at the same time). Lieutenants and Captains would be responsible for monitoring exchange of information and coordination of assets between zones (i.e. patrol shifts). Sergeants would be responsible for coordination of efforts inside their zone.

Current practice:

Currently there seems to exist a minimal type of feedback system between patrol officers on the beat and sergeants and above. This informal "what-about-this" and "I-told-you-why" system allows little to no input into the system. While this system seems fine, there was little to tell if it worked since

most of the patrol officers handled everything informally and any changes that were made would not necessarily be credited to the officer. In other words, there was no incentive for patrol officers to comply with the current system or attempt improvements.

Recommended change:

A simple solution might be to develop a suggestion box that only the captain has the key for. Along with the suggestion box place an "Answers to suggestions" bulletin board in the roll call room. Develop and place a copy of how and why to use the suggestion box on the board for all to read. Chief Brown used a standard blackboard and chalk in the Houston Police Department (Brown, 1988). Example: Attacks against an individual on personal grounds would not be considered a suggestion (e.g. fire sgt so-and-so, he's incompetent). Suggestions should be designed to improve a current practice. Allow for individuals to sign their name, but to request anonymity when the suggestion is repeated and answered on the bulletin board. This is simplistic in nature and there will be a few who will refuse to use it or will abuse it.

Responsibility:

This would be the responsibility of the captain to enforce and follow through on suggestions. He/she would be in the best position to determine the validity of any suggestions made without drawing attention to any particular individual or shift.

Alternative change:

Develop a "quality circle" program on each patrol shift. This would be especially valuable if the NCPD adopted the one shift per zone concept. Quality circles have the ability to raise morale, develop a sense of job satisfaction, help individual officers build a "stake" in the system and eventually saves money through creativity, initiative and efficiency (Fyfe, 1985). A model policy, found in Police Management Today (Fyfe, 1985), has been included as appendix B.

Responsibility:

A quality circle program should be implemented on a police department level. Therefore, the responsibility for success would rest (through the head of each division) with the chief.

Current practice:

Training reports, as well as other documentation, were all kept in paper files. Tracking of required initial and updated training were kept on a wall size bulletin board. Tracking of individual training relied on the memory of the training sergeant. A discussion with several management position personnel disclosed that there were a very limited number of computers (apparently limited to dispatch personnel) in the NCPD. The only crime analysis done were three pin maps used to track vehicle accidents over a three month period (one map per month). It could not be



determined how successful this was. Once the fourth month started data was erased.

Recommended change:

Place acquisition of computer, software and training of personnel as a top priority in the NCPD. Acquisition could be conducted in one of the following ways. The NCPD could reallocate money already in the system for purchase of computers, software and training of individuals. NCPD could justify the use of confiscated drug money for purchase of computers, software and training. NCPD could look for grant money for the purchase of computers, software, training, and possibly additional personnel (depending on cause for justification of grant money). NCPD could attempt to get local businesses to donate a computer, software and training.

A computer could be used for crime analysis in particular zones, to monitor training, complaints, reports, developing base line data, provide a breakdown of types of service calls per zone, clearance of service calls per zone and to develop a more effecient training and FTO program. Computer use would simplify reports and assist in developing training programs. It could make it easier to exchange information with other police departments, using a disk instead of a suitcase to transport documents. The possibilities for a department that has limited use of a computer system now would be endless.

Responsibility:

The responsibility of priority acquisitions rests with the chief. Responsibility for the type of software and personnel to train would rest with the chief and division captains.

Current practice:

The NCPD was limited in their ability to produce data information concerning crime statistics in the City of North Charleston. The only data available (as of January 1992) were the crime statistics for the city. The current system was not able to break down this information by sectors, only shifts (times). The only exception was the ability to recall service call information on an hourly basis. This data could determine the length of time it took for a service call to be reported to a patrol officer, the time it took the patrol officer to respond to the location, and the length of time the patrol officer spent on scene before going back in service. The ability to produce certain types of data and data analysis would be important in resource allocations, community policing, and public relations.

Recommended change:

Recommend that the NCPD look at adopting ways to develop base line data information. The information desired would include, as a minimum, a break down of service calls, arrests, crimes and complaints by street, area or zone. This break down of information should be able to sort out the types of complaints,

arrests and service calls (i.e. domestics, noise complaints, complaints against neighbors, vandalism, burglary, etc...). This capability to analyze information should be considered by the NCPD during computer and software acquisition.

Other forms of data include surveying the public as well as the police officers. A survey of police officers was conducted in the fall of 1991. This might be a starting point for future surveys of police officers in the Uniform Division (see appendix C). Surveys of the public should be considered, especially when determining what type of community policing goals would be desired in an area or whether the police were achieving identified goals. An example of a public survey was included as appendix D. An advantage that the NCPD had was the already existing ability of the City of North Charleston to develop, send out, retrieve, and tabulate results of surveys. A type of computer analysis system exists on the fifth floor of the North Charleston city hall. Their purpose was to assist in city planning.

One other form of data information should be considered, that of a complaint system. The NCPD currently has a complaint system under General Order #104 dated 1 January 1988. Under this plan Internal Affairs was responsible for investigating complaints. Since the NCPD no longer has an Internal Affairs Division (see appendix E) this responsibility should be officially designated to an existing department. The Training section, which

falls directly under the Chief of Police might be suitable. The General Order itself was similar to the Model Police Statement used in Police Management Today (Fyfe, 1985) and doesn't need to be changed drastically, if at all.

Responsibility:

The responsibility for developing a data gathering system that accurately provides needed information for the improvement of the NCPD belongs to everyone assigned and employed there. This can not be over stressed. The Chief and division captains may be responsible for developing the systems, training may be responsible for monitoring the documents, but the police officers on the street must be informed of the importance of submitting accurate data on a timely basis. Without their input there would be no way to determine if any policing methods or goals were successful.

### Conclusion

On 30 March 1992 the North Charleston Police Department official began a substation program designed to begin a community policing role in North Charleston. Each of the patrol officers selected for this assignment were hand picked because of demonstrated skills and experiences of the individual. The hope was to develop a fresh start in one of the areas in the city that required the most help. The "south side", as it was referred to, was represented as an area that encompasses all the problems of a big city; poverty, welfare families living in substandard housing, absentee landlords, drugs, crime, vandalism, businesses moving out and a lack of confidence in the police. It also represented an area with active community groups that want improvements from city hall.

Exactly what was expected from the patrol officers may not yet be completely understood, especially by the officers themselves. The NCPD should consider the use of this new substation area to implement their plan for community policing. Since it has not yet been determined exactly what the relationship will be between the police and the communities, this new substation may be an area in which to experiment. To test and develop forms, documents, training scenarios, planning and evaluation criteria and to develop the officers themselves.

Whatever the decision may be, the police officers that have been observed appear more than capable of handling any new directions the NCPD may choose to go.

This portfolio does not cover every possible scenario that may confront the police in developing a community policing program. It was not meant to do that. This was one reason why community policing has resisted any standard national definition. While the components may be similar, the neighborhoods and communities the police must deal with were ever changing. It will be up to the NCPD to develop their own type of community policing. This portfolio was designed to give them ideas, to stimulate them into identifying some items that they should have and some directions they may want to go in. A starting point has been identified, the rest will be up to the NCPD.

The NCPD should continue to identify resources available to them. The use of graduate students from The University of South Carolina was only one possible source. Students could be recruited to develop and analyze community surveys, to identify and assimilate base line data information, or to develop a grant in the community policing field. The NCPD could also develop a fund to pay for specific college courses, like research, public administration or grant writing.

This portfolio was designed to give the leadership a basic understanding of community policing and some solid guidelines from

which to begin. The NCPD has many opportunities for professional growth as they begin their community policing role. The leadership has chosen to embark on a different approach to policing. Whether or not this approach will work will be determined by the guidance and leadership provided in the future.

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Appendix A

North Charleston Police Department

Zone Book



*North Charleston Police Department*

## ZONE 1

All areas within the City Limits of North Charleston, south of McMillian Avenue to Pittsburgh Avenue, east to the CSX railroad tracks to mid-water of the Ashley River to mid-water of the Cooper River.

### NEIGHBORHOOD COUNCIL(S):

1. Chicora/Cherokee

### MAJOR BUSINESSES/INDUSTRIAL:

1. Charleston Naval Base and Naval Ship Yard
2. Charleston Naval Hospital
3. Baker Hospital
4. Pinehaven Shopping Center (Shipwatch Square)
5. Charleston Heights Shopping Center
6. Reynolds Avenue Business District

### SCHOOL(S):

1. Chicora Elementary School
2. Norman C. Toole
3. Mary Ford Elementary

### FIRE STATIONS/EMS:

1. Reynolds Avenue (Fire)

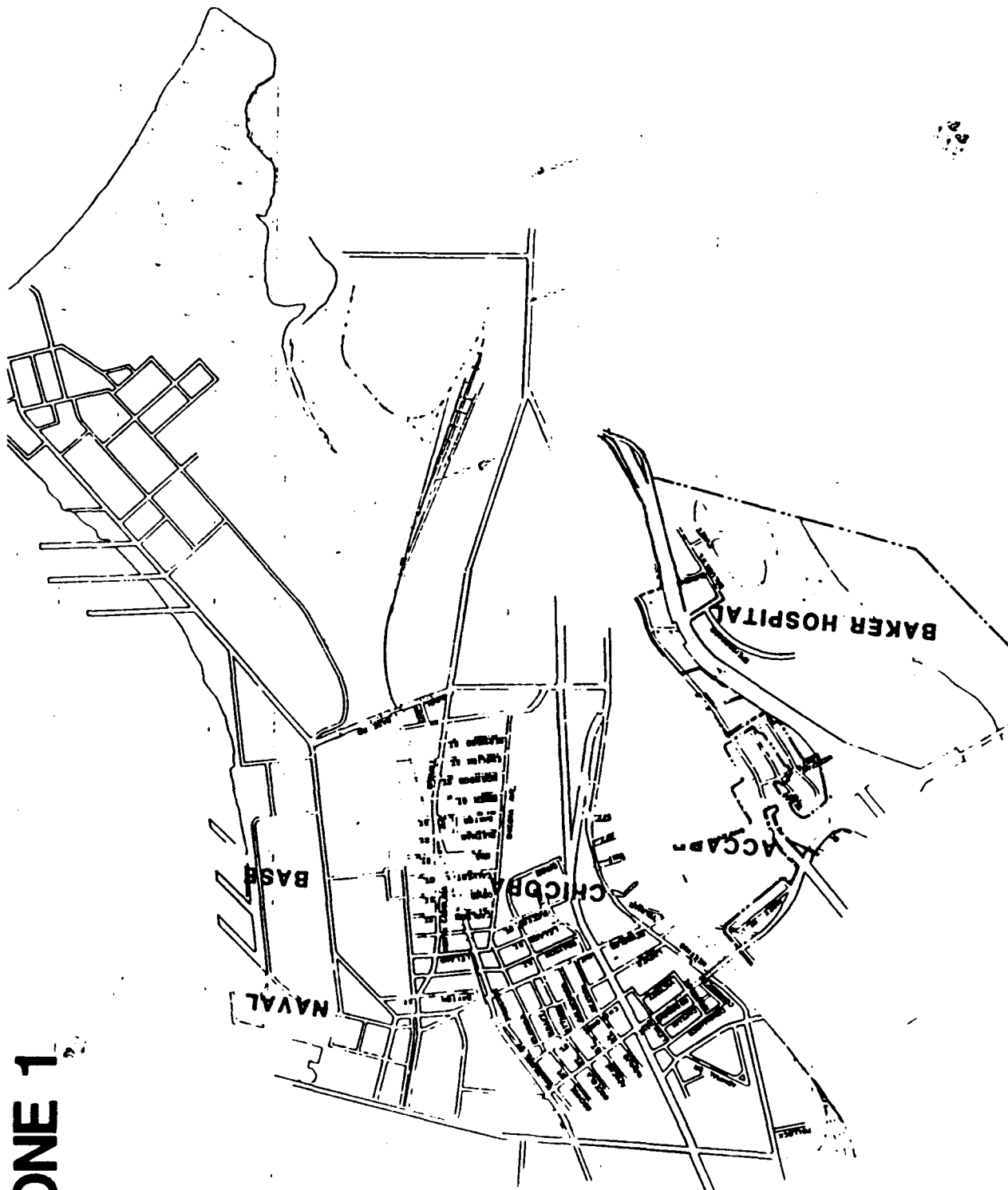
### MAJOR INTERSECTION(S):

1. McMillian Ave. and Spruill Ave.
2. McMillian Ave. and Rivers Ave.
3. Spruill Ave. and Cosgrove Ave.
4. Cosgrove Ave. and Rivers Ave.
5. Cosgrove Ave. and I-26
6. Spruill Ave. and Reynolds Ave.
7. Reynolds Ave. and Rivers Ave.
8. Reynolds Ave. and Meeting St.
9. Naval Base Rd and Burton Lane
10. Spruill Ave. and I-26
11. Dorchester Rd. and Rivers Ave.
12. Meeting St. and Dorchester Rd.

### PUBLIC SERVICE LOCATIONS:

1. South Carolina Highway Department
2. Charleston County Police Department
3. Charleston County Library
4. Lutheran Mission
5. Park South

**ZONE 1**



## ZONE 2

All areas within the City Limits of North Charleston, north of McMillan Avenue to Montague Avenue, east of the Mark Clark Expressway and Montague Avenue interchange to mid-water of the Cooper River.

### NEIGHBORHOOD COUNCIL(S):

1. Deas Hill Civic Affairs Organization
2. Liberty Hill Improvement Council
3. Morningside and Ferndale (Morningside Only)
4. Palmetto Gardens
5. Whipper Barony
6. Olde North Charleston

### SCHOOL(S):

1. Morningside Middle School
2. Ron McNair
3. St. Johns Catholic
4. North Charleston High School
5. Park Circle Elementary

### MAJOR INTERSECTION(S):

1. McMillan Ave. and Rivers Ave.
2. McMillan Ave. and Spruill Ave.
3. Rivers Ave. and Durant Ave.
4. Rivers Ave. and I-26 Interchange
5. Montague Ave. and Mark Clark Drive
6. Montague Ave. and Mark Clark
7. Montague Ave. and International Blvd
8. Montague Ave. and Calvin
9. Park Circle Traffic Circle

### MAJOR BUSINESSES/INDUSTRIAL:

1. K-Mart
2. Fabians Shopping Center
3. East Montague Business District
4. City of North Charleston Public Works
5. Pearlstines Distributors
6. CSX Passenger Train Station
7. CSX Piggy Back Car Service
8. PYA Food Distributions
9. Piggly Wiggly Carolina Company
10. U.S. Post Office Annex
11. Marriott Hotel
12. Naval Electronics Systems Command
13. Goer manufacturing
14. Motel/Hotel corridor at I-26 & Montague
15. Banco Road Industrial sites
16. Storer Cable T.V.

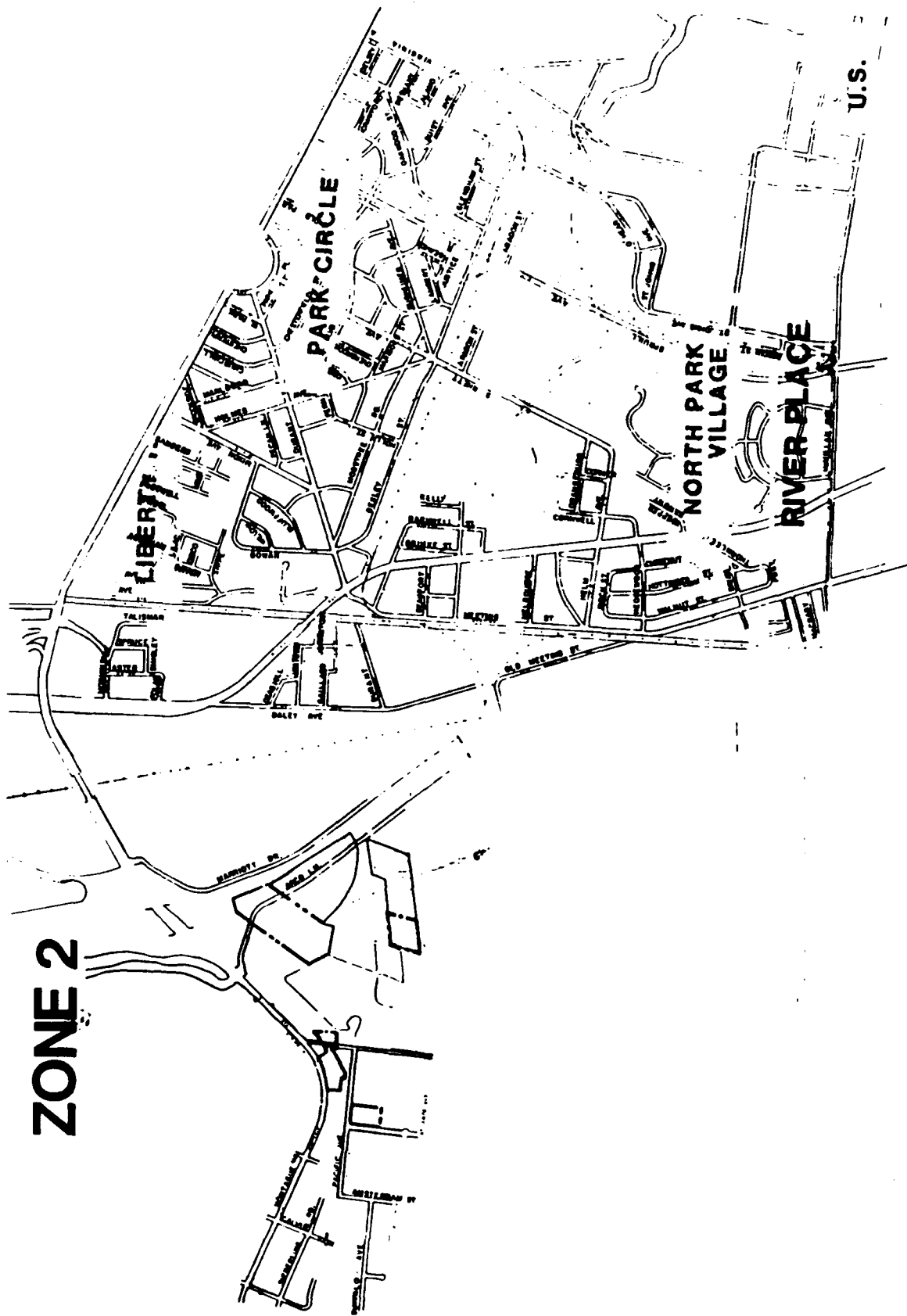
### FIRE STATIONS/EWS:

1. South Rhett (EWS)

### PUBLIC SERVICE LOCATION(S):

1. Felix Davis Community Center
2. Felix Pinckney Community Center

# ZONE 2





## ZONE 3

All areas within the City Limits of North Charleston, southwest of the CSX Bennett Yard Switching Station, west of the CSX Railroad tracks, which parallell Meeting Street, to Cosgrove Avenue, south to mid-water of the Ashley River.

### NEIGHBORHOOD COUNCIL(S):

NONE

### SCHOOL(S):

NONE

### MAJOR INTERSECTION(S):

1. Cosgrove Avenue and I-26
2. Leeds Ave. and Azalea
3. Leeds Ave. and Mark Clark
4. Mark Clark and Dorchester Road
5. Azalea and Industrial

### MAJOR BUSINESSES/INDUSTRIAL:

1. CSX Railroad Switching Yard
2. Charleston County Jail and Detention Center
3. Corporate Officers SCE&G
4. Stark Industrial Complex
5. Charleston County School District Warehouse
6. North Hand Protection Division
7. Duncan Boat City
8. Charleston County Public Works
9. Cummins Business District
10. Fabar Place

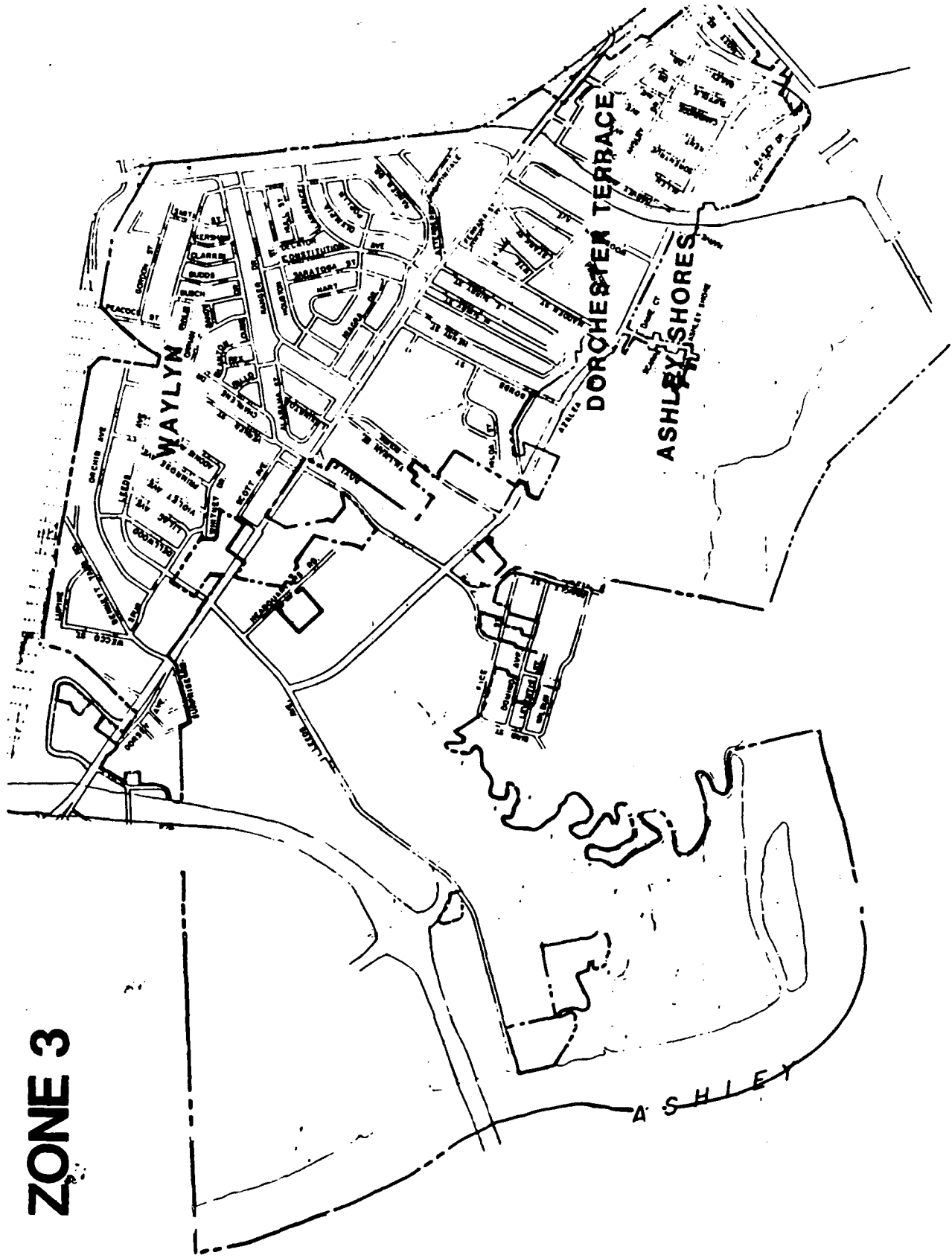
### FIRE STATION(S)/EMS:

NONE - North Charleston District

### PUBLIC SERVICE LOCATION(S):

1. Jenkins Orphanage
2. Office of Disaster Preparedness
3. Voter Registration Machine Office

**ZONE 3**



## ZONE 4

All areas within the City Limits of North Charleston, north of Montague Avenue to Aviation Avenue, east of the Mark Clark Expressway, east of Aviation Avenue to mid-water of the Cooper River.

### NEIGHBORHOOD COUNCIL(S):

1. Russelldale
2. Liberty Hill Improvement Council
3. Morningside and Ferndale
4. Liberty Park and Highland Terrace
5. Oak Grove Improvement
6. Palmetto Heights
7. Palmetto Gardens
8. Cameron Terrace Civic Club

### SCHOOL(S):

1. Remount Road Elementary
2. Berry Elementary
3. CRBOC Center
4. Ferndale

### FIRE STATION(S)/EMS:

1. Remount Road (Fire)
2. Jenkins Avenue (Fire)

### MAJOR BUSINESSES/INDUSTRIAL:

1. West Vaco Paper Mill
2. Virginia Avenue Petroleum Storage Facilities
3. Naval Weapons Station Annex
4. Charlestowne Square Mall
5. Cobery Dairy
6. Center Point Development
7. Hawthorne Aviation
8. North Charleston Center
9. Hotel/Motel Corridor at I-26 and Aviation
10. Unicon Concrete
11. Liberty Mall
12. Gas Light Square
13. Remount Square

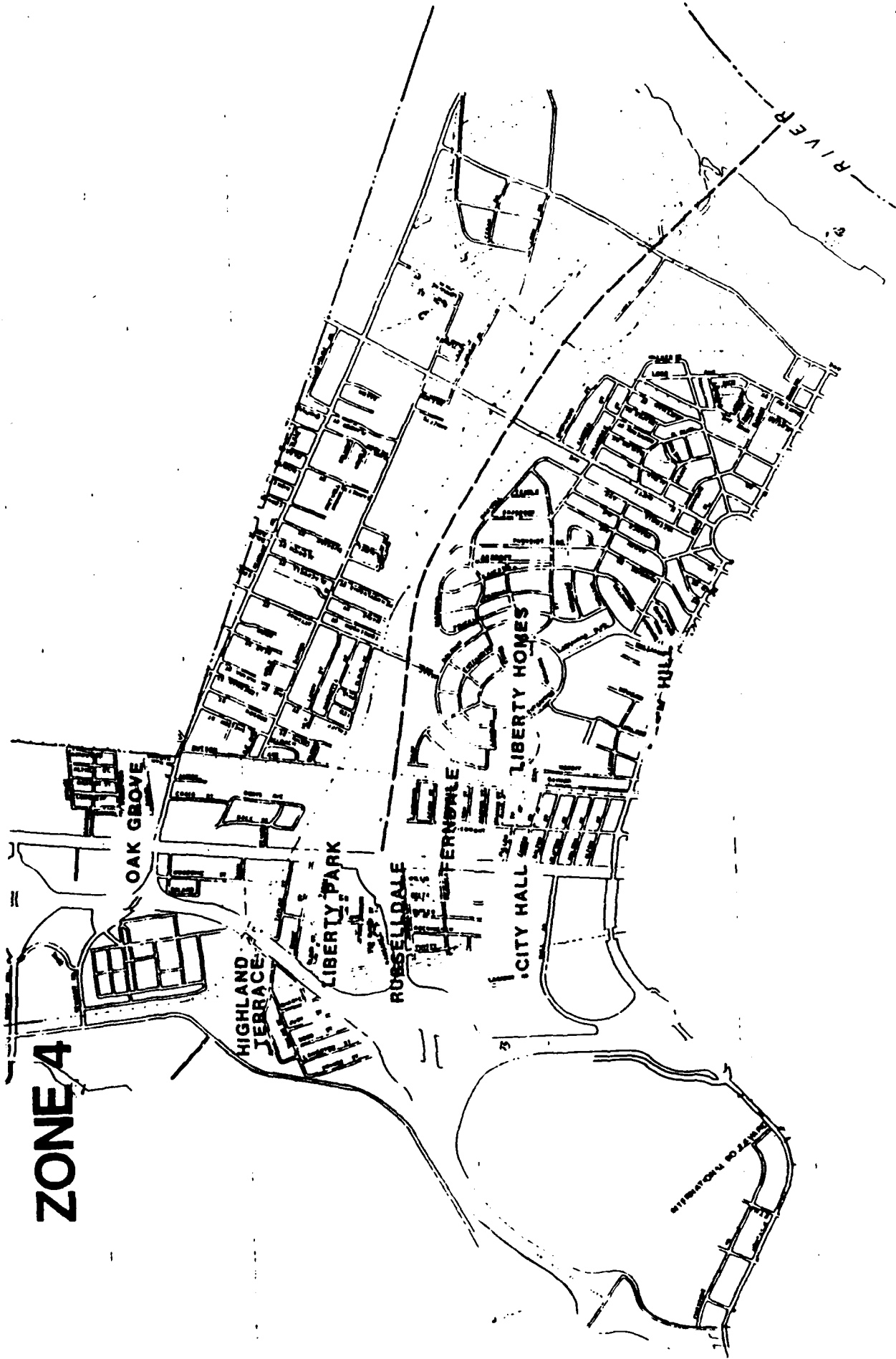
### MAJOR INTERSECTION(S):

1. Rivers Ave. and Mall Drive
2. Rivers Ave. and Aviation Ave.
3. Rivers Ave. and Remount Rd.
4. Remount Rd. and North Rhett
5. North Rhett and Buist
6. North Rhett and Park Circle
7. Remount Rd. and Murray Blvd.
8. Remount Rd. and Yeamans Hall Rd.
9. Aviation Ave. and I-26
10. Remount Rd. and I-26
11. Virginia Ave. and Remount Rd.
12. Virginia Ave. and Montague Ave.
13. Mall Drive and LaCross Drive

### PUBLIC SERVICE LOCATION(S):

1. North Charleston City Hall
2. West Vaco Park
3. Danny Jones Complex
4. Armory Park
5. Highland Terrace Community Center
6. Oak Grove Community Center
7. Ferndale Community Center
8. American Red Cross

# ZONE 4



## ZONE 5

All areas within the City Limits of North Charleston, north of Aviation Avenue to Colony North, the Highway 52/I-26 Connector, east of the Southern Railroad Tracks to the CSX Railroad tracks:

### NEIGHBORHOOD COUNCIL(S):

1. Midland Park
2. Three Oaks

### MAJOR BUSINESSES/INDUSTRIAL:

1. Aviation Plaza
2. Naval Base Credit Union
3. Northwoods Mall
4. North Rivers Market
5. Cooper River Federal
6. North Charleston Public Service District Office
7. Air Park Industrial
8. K-Mart
9. Hotels/Motels Corridor of I-26 and Ashley Phosphate
10. Spa Industrial Area

### SCHOOL(S):

NONE

### RESIDENTIAL:

1. Colony North
2. Charleston AirForce Base Housing

### APARTMENTS/TRAILER PARKS:

1. Stall Road Trailer Park
2. Langley Acres
3. Lakeside
4. Hawthorne City
5. Spivey's Mobile Home Park

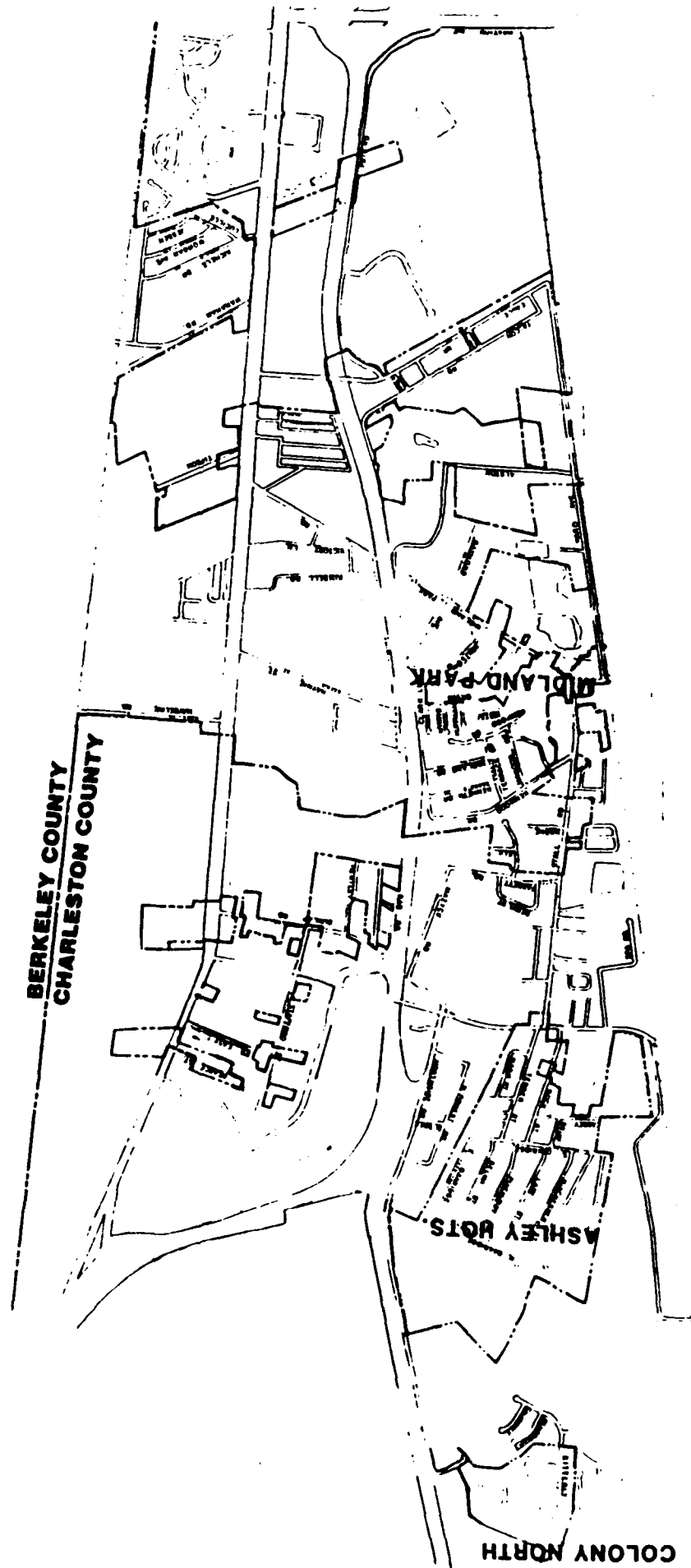
### MAJOR INTERSECTION(S):

1. Rivers Ave. and Aviation Ave.
2. Aviation Ave. and I-26
3. Aviation Ave. and Arthur Drive
4. Rivers Ave. and Hanahan Road
5. Rivers Ave. and Ashley Phosphate Rd.
6. Rivers Ave. and Northwoods Blvd.
7. Ashley Phosphate and Northwoods
8. Ashley Phosphate and Northside Dr.
9. Ashley Phosphate and Stall Road

### PUBLIC SERVICE LOCATION(S):

1. South Carolina Highway Department District Office

# ZONE 5



## ZONE 6

All areas within the City Limits of North Charleston, west of the Southern Railroad tracks, north of Aviation Avenue, west of Aviation Access to the Mark Clark Expressway, south to Montague Avenue, west to mid-water of the Ashley River, mid-water of the Ashley River north between Hunley Park and Forest Hills to the Southern Railroad tracks.

### NEIGHBORHOOD COUNCIL(S):

1. Covington Hills Civic Association

### SCHOOL(S):

1. Goodwin Elementary
2. Lamb Elementary
3. Hunley Park Elementary

### MAJOR BUSINESSES/INDUSTRIAL:

1. Charleston International Airport
2. Oak Ridge Shopping Center
3. United States Air Force Base
4. Evanston Plaza
5. Rental Car Agencies (Airport)
6. Porche USA

### MAJOR INTERSECTION(S):

1. Montague Ave. and Dorchester Rd.
2. Montague Ave. and Mark Clark
3. Dorchester Rd. and Access Rd.
4. Dorchester Road and Hill Blvd.
5. Dorchester Road and Cross County

### PUBLIC SERVICE LOCATION(S):

1. Collins Park

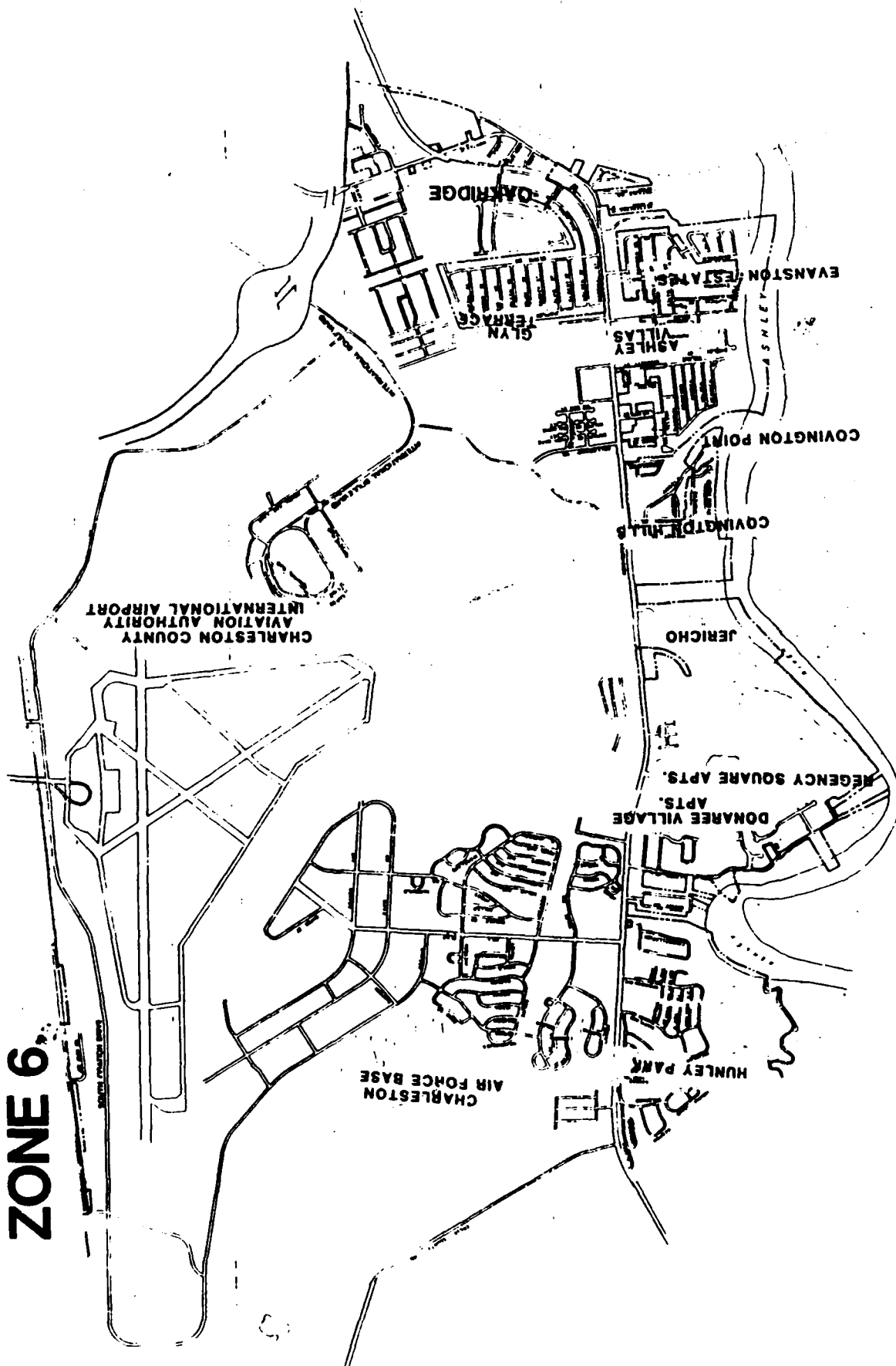
### FIRE STATIONS/EMS:

1. Dorchester Road (Fire)

### APARTMENTS/TRAILER PARKS:

1. Donaree Village Apartments
2. Regency Square
3. Jerico on the Ashley
4. Lake Ashley Mobile Home Park
5. The Willows
6. Dorchester Village
7. Ashley Villas
8. Oakridge Townhouses
9. Dor-Town Apartments
10. Collins Park Villas
11. Trailwood Trailer Park
12. Charlestowne Village
13. Evanston Mobile Home Park

# ZONE 6





## ZONE 7

All areas within the City Limits of North Charleston, west of the Southern Railroad tracks to mid-water of the Ashley River, north of Cross County Road to the power transmission lines at Kings Grant.

### NEIGHBORHOOD COUNCIL(S):

1. Pepperhill

### MAJOR BUSINESSES/INDUSTRIAL:

1. Pepperdam Industrial Park
2. Cross County Road area
3. Pepperhill Plaza
4. Lincoln Developers

### SCHOOL(S):

1. Pepperhill Elementary

### MAJOR INTERSECTION(S):

1. Ashley Phosphate and Cross County
2. Ashley Phosphate and Dorchester Rd.
3. Cross County and Dorchester

### FIRE STATIONS/EWS:

1. Cross County Road (Fire)

### PUBLIC SERVICE LOCATION(S):

1. Pepperhill Community Center

### RESIDENTIAL:

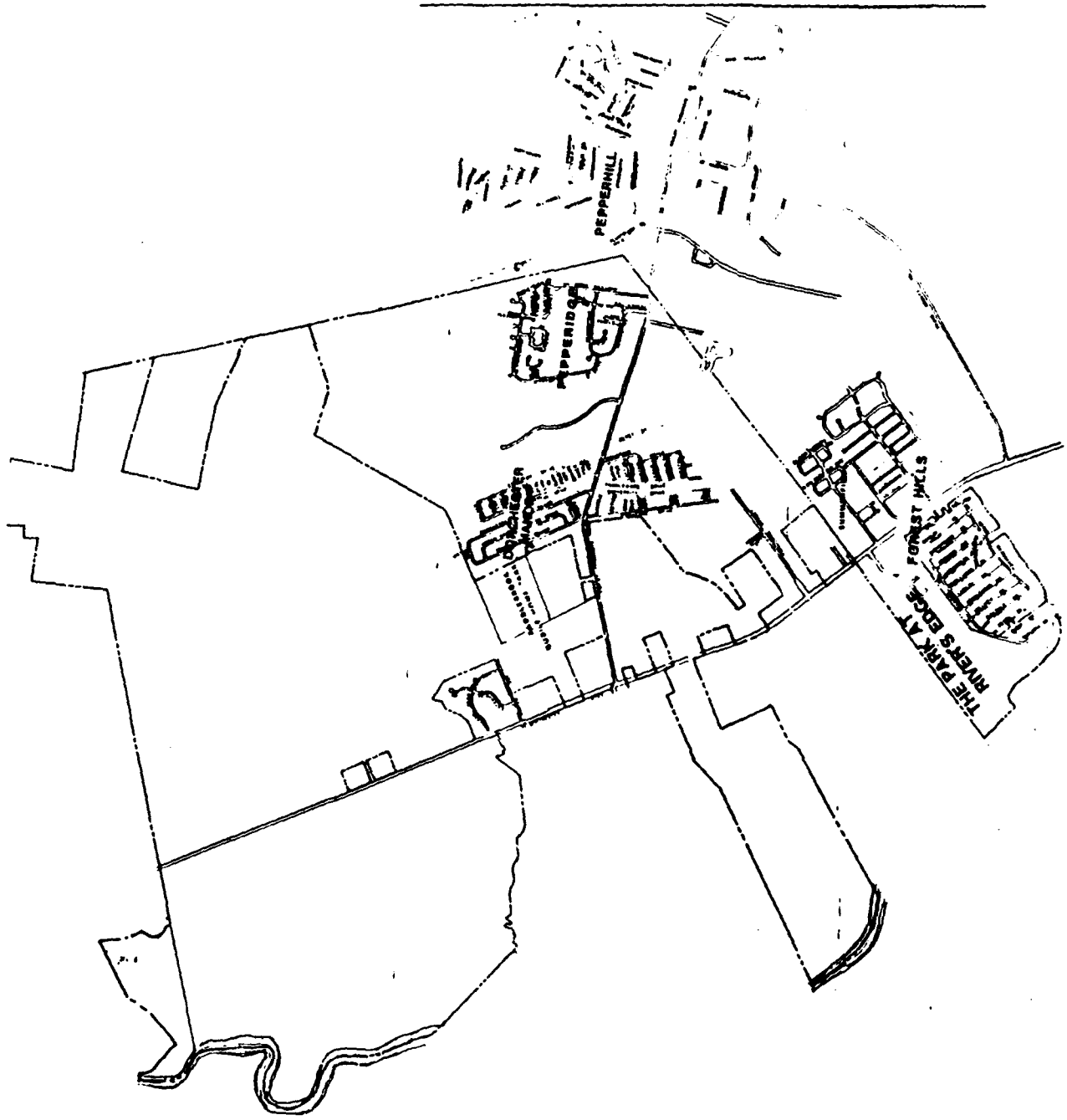
1. Forest Hills II
2. Park at Rivers Edge
3. Whitehall
4. Indigo Fields

### APARTMENTS/TRAILER PARKS:

1. Saddlebrook Mobile Home Park
2. Pepperhill Townhouses
3. Summerfield
4. Peppertree

\*\* Three (3) major housing developments are underway in this area at this time.

ZONE 7



## ZONE 8

All areas within the City Limits of North Charleston, northwest of the I-26/Highway 52 Connector, to the City Boundary Line on Ladson Road, east to the CSX Railroad Tracks.

### NEIGHBORHOOD COUNCIL(S):

1. Northwoods Estates

### MAJOR BUSINESSES/INDUSTRIAL:

1. Highway 52 Car Dealerships
2. Lowes of Charleston
3. Highway 52 Square
4. North Trident Hospital
5. Baptist College

### SCHOOL(S):

1. A.C. Cochran

### FIRE STATIONS/EMS:

1. Northwoods (Fire)

### RESIDENTIAL:

1. Northwoods Estates
2. The Elms
3. The Lakes
4. The Timbers

### APARTMENTS/TRAILER PARKS:

1. Fairwinds
2. Oakfield
3. Greentree
4. Deer Run Apartments
5. Coopers Point Apartments
6. Crossroads Apartments

### MAJOR INTERSECTION(S):

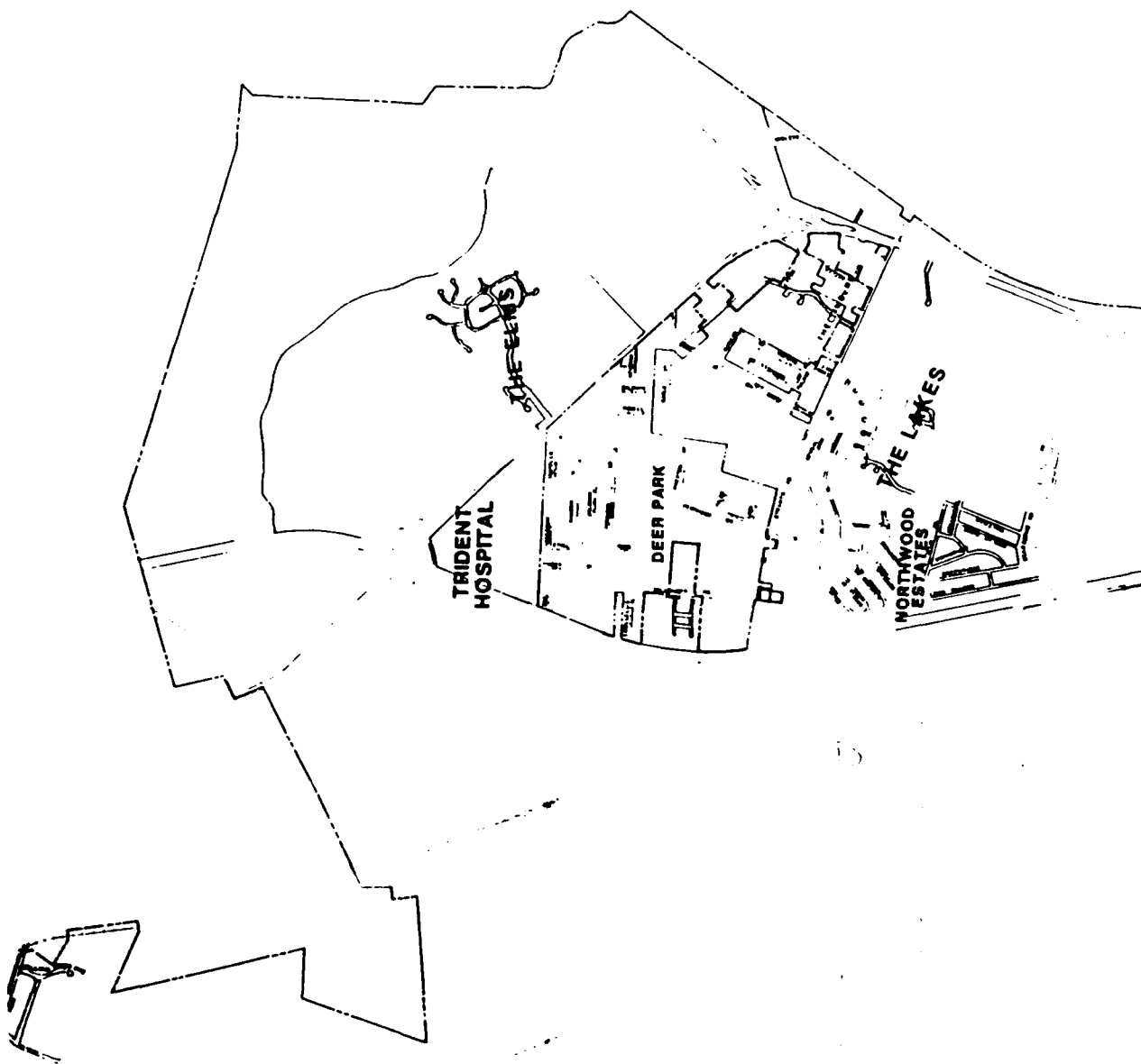
1. Highway 52 and I-26 Connector
2. Rivers Ave. and Greenridge Rd.
3. Rivers Ave. and Otranto Blvd.
4. Highway 52 and Highway 78 Connector
5. Highway 78 and I-26 Interchange
6. Ladson Rd. and Coastal Road

### PUBLIC SERVICE LOCATION(S):

1. Northwoods Community Center

# ZONE 8

DORCHESTER COUNTY  
CHARLESTON COUNTY



Appendix B  
Model Policy on  
Quality Circles

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PRACTICAL MANAGEMENT SERIES

# Police Management Today

Issues and  
Case Studies

Edited by  
James J. Fyfe

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# Quality Circles: Policy and Procedures

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Orlando Police Department

## **Policy**

Each employee of the department is provided opportunities to voluntarily participate in the identification and resolution of operational or functional problems within their area of assignment. The quality circle program is a means of pursuing this policy.

## **Quality circles defined**

A quality circle is a group of volunteer employees who meet to solve problems within their working environment. A circle should consist of 5 to 11 people who have a common interest and common work hours.

## **Bureau commander responsibilities**

The bureau commander of each bureau shall establish and maintain facilitator committees for each bureau. The bureau commander shall ensure that the committee performs its appointed duties and shall ensure facilitators are replaced when vacancies occur.

## **Quality circle coordinator**

The quality circle coordinator shall be responsible for establishing and monitoring the circle program. He will provide training for facilitators and provide materials for the circles as needed. The quality circle coordinator will provide a place for circle records.

## **Facilitator committee**

**Structure** The facilitator committee shall consist of five to seven members appointed by the bureau commander, with a chairperson also appointed by the bureau commander. Although not mandatory, members should be of a supervisory level.

**Duties** The committee:

1. Will maintain the circles under its control.
2. Shall facilitate no more circles than there are members on the committee.
3. Shall ensure a facilitator meets with the circles at each circle meeting.
4. Should provide guidance for the circles.
5. Should preview management presentations before they are presented for the final decision.
6. Will not direct the circles in the selection of their projects. However, the committee may offer projects for consideration by the circle.
7. Shall meet a minimum of once every two months or as called by the chairperson.
8. Shall be responsible for maintaining circle records.
9. Should encourage the circle in every way.

## **Facilitator**

Following is a list of the facilitator's responsibilities:

1. The facilitator is the circle's representative to the facilitator committee.
2. The facilitator is to meet with the circle at every meeting.
3. The facilitator will use good meeting techniques to ensure a free flow of information and work.
4. The facilitator should take a neutral position in the meetings, acting only as a guide to ensure a smooth, productive meeting.
5. The facilitator will be primarily responsible for ensuring that the circle receives the proper training.
6. The facilitator should provide input to the circle by advising on organizational policy and direction.
7. The facilitator shall be the person primarily responsible for providing information to management on circle projects and progress.

## **Quality circle procedures**

**Meetings** The quality circle shall normally meet one hour each week to work on solutions to problems chosen by the circle. They



may meet more or less often, as necessary, to work on their current projects. Circle members meet on department time or are compensated by paid time or compensatory time for the time spent in meetings. They are not compensated for time spent outside meetings.

**Problem selection** The circle will choose a specific project or problem to address. This project is chosen solely by the circle. However, facilitators may make suggestions for the circle to consider in its problem selection process. When such a suggestion is made to the circle, the circle members will decide whether the problem will be worked on by their group. No pressure should be placed on the circle to work on any suggested projects.

**Problem solution** After a problem has been chosen, circle members shall use the problem-solving techniques they have learned in training to solve the problem. This should include testing if necessary. After a final solution has been developed and field-tested, the circle will prepare a management presentation for the manager or the staff that will make the final decision.

### **Work group presentation**

The first presentation made by the circle should be to the members of the work group represented by the quality circle. This practice presentation will give members of the work group a chance to review and critique the presentation and the proposal.

### **Committee presentation**

The second presentation will be to the facilitator committee. The committee should ask questions and give constructive criticism. This is in preparation for the management presentation.

### **Management presentation**

This final presentation is to the chief's staff/bureau commanders and/or the manager with the authority to make the final decision. The presentation should be prepared so that all questions can be answered on the spot. It is at this time that the chief and/or the manager should make his decision.

### **Circle records**

Circle records shall be kept by the facilitator committee as follows:

1. A record is to be kept of the circle minutes from each meeting.
2. A record of each circle's projects will be kept with all the pertinent research data and information.
3. The master record shall be kept in the quality circle coordinator's office, located in the Planning and Research Section.

Appendix C  
Police Survey Form

OFFICER'S PERSONAL INFORMATION:

1. How long have you been employed as a police officer?  
\_\_\_\_ years      \_\_\_\_ months
2. How much experience do you have working on street patrols?  
\_\_\_\_ years      \_\_\_\_ months
3. How many years of education have you completed?  
\_\_\_\_ High School graduate      \_\_\_\_ Master's Degree  
\_\_\_\_ 0-60 College credits      \_\_\_\_ Post-Graduate work  
\_\_\_\_ 60+ College credits      \_\_\_\_ Doctorate  
\_\_\_\_ Baccalaureate Degree
4. How old are you? \_\_\_\_\_
5. Sex? \_\_\_\_ Male      \_\_\_\_ Female
6. Ethnic background? \_\_\_\_ White      \_\_\_\_ Black      \_\_\_\_ Hispanic  
\_\_\_\_ Other \_\_\_\_\_
7. \_\_\_\_ Married      \_\_\_\_ Single

Traditional Policing is usually associated with the following:

- High visibility/deterrence
- Random patrol coverage over broad areas
- High speed responses
- Limited contact with the public (crime suspects, information, service calls)
- Reactive role
- Police are solely responsible for fighting crime

Community Policing is usually associated with the following:

- Proactive role
- Problem solving/Goal setting on a community level
- Cooperation with the (non-criminal) public
- Reduced fear of crime by citizens
- Increase citizen satisfaction of police
- Police/Public equally responsible for fighting crime
- More police involvement in community organizations

8. Using the definitions stated, which policing method do you feel closest represents your department's current policy?

\_\_\_\_\_ Traditional Policing      \_\_\_\_\_ Community Policing

9. Using the definitions stated, which policing method more closely follows your personal policing style?

\_\_\_\_\_ Traditional Policing      \_\_\_\_\_ Community Policing

Why? \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

10. If your department implemented a community policing role, would you (may mark more than one answer)

\_\_\_\_\_ aggressively follow outlined procedures to insure  
success

\_\_\_\_\_ accept the changes and follow the outlined procedures,  
even though you may have doubts about the success of  
the new policy

\_\_\_\_\_ go through the motions until your department returns  
to traditional policing methods

\_\_\_\_\_ resist the change subtly

\_\_\_\_\_ resist the change openly

Why/Why not: \_\_\_\_\_

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11. Do you think the citizens in each community should have a say  
in how police do their job? \_\_\_\_\_ Yes \_\_\_\_\_ No

Why/Why not: \_\_\_\_\_

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12. Do you see a problem with your department's current policing  
methods/policies? \_\_\_\_\_ Yes \_\_\_\_\_ No

13. If you had the power to make a change in your deapartment,  
what would it be? \_\_\_\_\_

Appendix D  
Possible Citizen Survey Form

Rough Draft Questionnaire

Demographics (to be placed last on the survey form)

1. What is your ethnic background?

☐ Black ☐ White ☐ Hispanic ☐ Other \_\_\_\_\_

2. Are you ☐ Male, ☐ Female

3. Do you live in:

☐ your own home (you are buying the house you live in)

☐ a rented apartment ☐ a rented house

☐ public housing

4. How many people (do not count yourself) live with you?

☐ 0 - 2 ☐ 3 - 5 ☐ 6 - 10 ☐ more than 10

5. What is your yearly income?

☐ under \$10,000 ☐ 10,000 to 20,000 ☐ 20,001 to 25,000

☐ 25,001 to 35,000 ☐ \$35,000 - 50,000 ☐ over 50,000

6. How old are you?

☐ 17 or younger ☐ 18 - 22 ☐ 23 - 26 ☐ 27 - 30

☐ 31 - 35 ☐ 36 - 45 ☐ 46 - 55 ☐ 56 - 65 ☐ over 65

7. What is the highest level of education you have completed?

☐ No high school education ☐ less than what is required for a  
high school diploma ☐ graduated High school ☐ high school equivalent

☐ graduate ☐ associates degree ☐ bachelors degree

☐ master's degree ☐ higher than a master's degree

Awareness of police presence/purpose

1. How often (on average) have you personally seen police in your

neighborhood?

☐ once a week    ☐ twice a week    ☐ once a month    ☐ twice a month

2. Rank from most important to least important (1 being most important, 2 being next most important, and so on, place a 0 in any space you feel is not a police function) what **you** feel the purpose of police in your community should be:

☐ protect citizens from crime/criminals

☐ catch criminals (burglars, car thieves, murderers, etc...)

☐ catch and return children to schools

☐ mediate domestic disputes between neighbors

☐ mediate domestic disputes between family members

☐ catch traffic violators (speeding, running a red light, etc...)

☐ chase away outsiders who do not live in community

☐ strictly enforce all laws, regardless of circumstances

☐ resolve conflicts in a community

☐ act as focal point for contacting other city services (garbage pick up, social services, welfare, etc...)

☐ Other \_\_\_\_\_

3. Rank from most important to least important (1 being most important, 2 being next most important, and so on, place a 0 in any space you feel is not a police function) how you think police would rate the following:

☐ protect citizens from crime/criminals

☐ catch criminals (burglars, car thieves, murderers, etc...)

☐ catch and return children to schools

☐ mediate domestic disputes between neighbors

☐ mediate domestic disputes between family members

☐ catch traffic violators (speeding, running a red light, etc...)



☐ chase away outsiders who do not live in community

☐ strictly enforce all laws, regardless of circumstances

☐ resolve conflicts in a community

☐ act as focal point for contacting other city services (garbage  
pick up, social services, welfare, etc...)

☐ Other \_\_\_\_\_

4. Have you ever had need for help from a police officer? ☐ yes ☐ no
5. Have you ever been the victim of a crime? ☐ yes ☐ no
6. Have you ever called for a police response for yourself? ☐ yes ☐ no
7. Have you ever called for a police response for someone else?  
☐ yes ☐ no

Appendix E  
North Charleston Police Department  
Chain of Command

